

CENTRAL INTELLIGENCE AGENCY

INFORMATION REPORT

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(FOR KEY SEE REVERSE)

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SOURCE:

Organization of the Tsinan Railway Administration

1. In December 1953 the following railway lines had been under the jurisdiction of the Tsinan Railway Administration since the end of 1951:
 - a. The section of the Tientsin-Pukow line between Techou (N 37-27, E 116-17) and Pukow. In late 1953 the section south of Pangfou (N 32-57, E 117-26) had been assigned to the Shanghai Railway Administration.
 - b. The Tsinan-Tsingtao line.
 - c. The Shangchiu (N 34-30, E 115-42) to Lienyunkang (N 34-43, E 119-22) sector of the Lunghai Railway. In late 1953 the section of the Lunghai Railway between Shangchiu and Chengchou (N 34-45, E 113-40) had been assigned to the Tsinan Railway Administration.
 - d. The Huai-Nan (3232/0589) line.¹
2. Since 1952 each railway administration under the Ministry of Railways, including the Tsinan administration, had been divided into 22 bureaus after the Soviet model. Each bureau was divided into sections, but there were no further subdivisions. All bureaus operated only at their own level except the Public Security Bureau, which had authority to place personnel in the four shipping subadministrations. Not all of the bureaus were of the same size; the Planning Section, for example, was much smaller than the bureaus. Heading the organization was a director, who since 1952 had been concurrently the political commissar. Immediately below the director were five deputy directors. The administration of the various bureaus was divided among the five deputy directors and the director. The bureaus were as follows:

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- a. General Executive Office.
 - b. General Affairs Bureau.
 - c. Civil Engineering Bureau.
 - d. Bureau of Engines.
 - e. Bureau of Finance.
 - f. Bureau of Personnel.
 - g. Bureau of Supplies, which had depots at various points.
 - h. Public Security Bureau.
 - i. Bureau of Health, which supervised employee hospitals.
 - j. Bureau of Education, which supervised schools for employees and dependents.
 - k. Bureau of Statistics.
 - l. Capital Construction Bureau.
 - m. Bureau of Electricity.
 - n. Workshop Bureau, which had workshops at various points.
 - o. Bureau of Inspection and Supervision.
 - p. Bureau of Shipment.
 - q. Political Department.
 - s. Bureau of Water Supply (not established).
 - t. Planning Bureau (changed to an independent section).
 - u. Bureau of Rolling Stock.
 - v. Central Supplies Office (Kung Ying Tsung She, 0180/2019/4920/4357), which supervised cooperative stores and had sub-branches.
3. The following bureaus were each subdivided into tuan (3008), which had control of more than 200 kilometers of railway, and chan (4541), which had control over station areas.
- a. Civil Engineering Bureau.
 - b. Bureau of Engines.
 - c. Bureau of Shipment.
 - d. Bureau of Rolling Stock.
4. The Tsinan Railway Administration had four sub-administrations known as fen chu (0433/1444), which since 1953 have been called shipping administrations. These sub-administrations were located at Tsinan, Tsingtao, Hsuehou (N 34-18, E 117-16) and Pangfou (N 32-57, E 117-26). The head of each sub-administration was accorded the same rank as the head of a bureau. The Public Security Bureau was the only bureau that had branches, known as fen ch'u (0433/5710), in these sub-administrations.
5. Military transport was handled by the Military Council, not by the Railway Administration, and men conscripted from the railway by the military authorities were under military administration and wore uniforms. A permanent military representative was

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assigned to each railway administration for liaison with railway personnel. There were 30 people in the military representative's office in Tsinan.

6. In August 1951 important personnel of the Tsinan-Tsingtao Railway, all long-standing Communists, were:
 - a. CH'U Ming (2575/2494), chairman of the railway and previously head of the training corps for captured Kuomintang (KMT) army officers. In 1953 he became head of the Fifth Capital Construction Bureau of the Ministry of Railways stationed at Tsingtao.
 - b. CH'ENG Shu-fa (4453/2885/3127), vice-chairman and in 1953 head of the Civil Engineering Section at Changtien (N 36-51, E 118-04).
 - c. CH'EN Min-hsien (7115/3046/2009), head of the General Affairs Section and formerly head of the Supervisory Office for Railways at Tsingtao. In 1952 he was expelled from the Communist Party because he was accused of harboring his relative, a counter-revolutionist.
 - d. SUN Ch'i-ch'ao (1327/6386/6389), head of the Supplies Section and later head of the Supply Depot of the Tsinan-Tsingtao Railway.

Employee Wages and Services

7. The number of persons employed under the Tsinan Administration in 1951 was 32,000. One out of every 40 was a woman. Basic wages for various levels and types of employees were as follows:
 - a. Technical
 - (1) Engineers were divided into five grades and were paid 800 units, 600 units, 500 units, 400 units, or 350 units per month according to grade.
 - (2) Engineering assistants were divided into five grades and were paid 400 units, 350 units, 300 units, 250 units, or 200 units per month according to grade.
 - b. Non-technical. Employees on the bureau level received 500-600 units per month, on the section level, 300-400 units, on the section staff level, 250-350 units, and on the clerical level, 180-250 units per month.
8. Special services and privileges available to railway employees were free medical service, government housing, uniforms, mess tickets, free transportation for employees and dependents throughout the country ten times a year, compulsory leave of two weeks a year since 1952 without pay, and an educational subsidy for families with more than five children.
9. In December 1953 the pay scale for repair teams on the Tsinan-Tsingtao Railway was 20-30 catties of millet per day for crane workers, 15-25 catties for riveters, 12-20 catties for woodworkers, masons, and painters, 8-15 catties for personnel in miscellaneous services, 6 catties for recruited civilian workers, 18-25 catties for a team head who was a technical expert, 15-20 catties for a deputy team head, 12-15 catties for a supplies section head, 12-15 catties for accountants, 12-15 catties for head of personnel, and 15-20 catties for technical experts. Pay was determined by a Communist method of discussion. Each unit had discussion group meetings at night after the working day was over to decide the rate of pay, within the minimum and maximum on the scale, that each worker was to receive according to his efficiency as judged by his fellow workers.
10. Retirement age for men was 60 years and for women 50 years. The procedure was to file an application for retirement when that age was reached, and the application was forwarded to the All China Railway Worker's Union for final approval. It was important to have a health statement from a doctor accompany this application if the individual wanted to be certain to receive permission to retire. If a person was healthy and his post was important, the authorities were not likely to allow

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him to retire. If a person was not essential, the authorities would suggest that he retire. It was possible for a person in this position to refuse if he didn't want to retire, and he would not be forced to do so. Retirement pay for service over five years was 50 percent of the individual's salary and 70 percent for over 10 years.

11. If a worker wished to change his position or location, he would apply to the personnel section of his unit, which would look for openings for him. It was unlikely, however, that he would receive permission to change. Each employee had to sign a statement that he would take any job assigned to him; this was a sort of oath taken after he had completed his political indoctrination. The personnel authorities frequently shifted people around as the work demanded. Shifting was particularly common with technical personnel, who were shifted more frequently than other types of personnel.
12. Among railway workers, there was a considerable amount of absenteeism. A large number of workers took advantage of sick leave because one day of sick leave required no doctor's signature and resulted in no reduction in pay. Two days of sick leave necessitated a doctor's statement although such statements were easy to get. Leave for other reasons involved a reduction in pay. The railway hospitals had been enlarged, but they were always crowded, and a patient had to wait a half-day to see a doctor. Regulations for sick leave allowed one month of sick leave without reduction in pay during the first year of employment. For any leave exceeding one month, one-half pay was allowed. After ten years of service there was no reduction in pay no matter how many days of sick leave were taken. The Chinese Communist cadres brought sick leave figures to meetings and pointed out that some people who had taken too much leave were not living up to the "sense of being masters", but no other measures were taken against these people.

Work Plans, Fulfillment, and Efficiency

13. Work instructions were received by the foreman from the team commander and included the time allowed to complete a project. The foreman was supposed to return to the workers under him and to discuss at a meeting whether or not the work could be completed within the time allowed, but since it had to be completed within that period, the discussion was actually how to complete the work in the time allotted. In the reconstruction of the Tsinan-Tsingtao line, the requirement was to finish the line for traffic by 1 July 1949; but the work was not completed until 3 July 1949. The people responsible for the two-day delay underwent criticism.
14. Mechanization and technical skill in railway work had not improved since pre-war days and possibly deteriorated. Because of rigid organization, however, efficiency in the use of manpower had improved. Regardless of this increase in efficiency, only a small minority of the workers were enthusiastic about the regime or their part in it; the rest were lukewarm.
15. During 1950, performance figures were quite often falsified. During the "red flag competition", the time allowed for the collection of figures and the announcement of awards was not sufficient for checking the accuracy of the figures. Each unit said that it was perfect. The Tsinan Railway Administration had five days in which to process the figures collected, and the Ministry of Railways had five more days in which to process the figures received from all over the country and to announce the awards. At Pukow station, in the competition of the movement of trains to eliminate idle train time, the train was counted as having arrived in Shanghai the minute it left Pukow. This made the Pukow station figures look good, but the falsification was easily discovered later because other units were involved. In cases where only single units were involved, it was quite likely that their falsifications of records were never discovered. The Civil Engineering Unit of the Tsinan-Tsingtao Railway formed a rechecking unit and discovered that all the figures were false.³
16. Accidents were frequent in spite of the safety drive. They were mostly due to negligence by employees. There had been cases of workers being killed because they chose to rest by sitting on the railway track. The responsibility for such a case was born by each individual in the chain of command and each was punished according to his degree of responsibility.

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Indoctrination and Training

17. Each week the Ministry of Railways in Peiping held what was called a "Telephone Meeting". The Ministry would broadcast its views to railway personnel throughout the country, who were gathered together for the purpose of listening to these programs. Occasionally the head of the line would be called upon to express his views on a subject, and he would telephone his answers to the radio station in Peiping, which would then broadcast them.
18. Political training was required of everyone. Professional training was given on the job with each worker apprenticed to a master. The more promising apprentices were sent to training classes for about three months and those with the best records at the end of this period were given further training. Trainees returning from classes were usually given promotions.
19. The Railway Academy under the Ministry of Railways was located in Peiping. Each railway administration had a technical school for junior high school graduates. The training period in these schools was from one to two years. Four types of technical training were offered: civil engineering, which was divided into sections such as bridge, track, etc.; engineering (locomotive); electrical engineering; and commercial transport. Civil and locomotive engineering were two-year courses, electrical was a year-and-a-half course, and commercial transport was a one-year course. The technical schools under the railway administrations each specialized in civil engineering; the Shanghai school specialized in electrical engineering, and the Tsinan school was a locomotive engineer training center. Each school had about 1,000 trainees from all parts of the country. Each railway line administered high schools and primary schools for children of employees. The Tsinan Railway Administration had high schools at Tsinan, Tsingtao, and Puchen.

Railway Publications

20. Railway organizations published the following periodicals, papers, reports, handbooks, and charts:
 - a. Workers' daily newspaper.
 - b. Chu Pao, published by each railway administration.
 - c. Railway Gazette, published by the Ministry of Railways and included laws and regulations.
 - d. People's Railways, published by an organ subordinate to the Ministry of Railways.
 - e. Classified railway public security papers.
 - f. Classified railway political department papers.
 - g. Railway Workers, published by the railway labor union.
 - h. Unclassified statistical publication at the Ministry of Railways level.
 - i. Statistical report by the railway administrations for office use only; a copy was forwarded to the Ministry of Railways each month.
 - j. Locomotive driver's handbook.
 - k. Chart of locomotive tonnage ratings for civil engineers.

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1. The Huai-Nan line runs from T'ienchiaan (N 32-40, E 117-06) to Yuch'i (N 31-27, E 118-16).

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Comments

2. Before 1952, employees were allowed double pay for New Years and overtime pay for the two weeks of annual leave due them, if they did not take the leave.
3. Apparently all units were involved in a falsification of records during the campaign. Therefore, it can be assumed that official figures resulting from these figures during 1950 were exaggerated.

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